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GOVERNMENT AND ADMINISTRATION

The Royal Succession

The order of succession to the throne has been altered by the birth of the Queen's first grandchild.

A son born to the Queen's daughter, Princess Anne, and her husband, Captain Mark Phillips, on 15 November, becomes fifth in line of succession to the throne. He is preceded by the Queen's four children, who are (in order of succession) Prince Charles, the Prince of Wales; Prince Andrew; Prince Edward; and Princess Anne herself. He immediately precedes the Queen's sister, Princess Margaret, and her children. The child, to be called Peter Mark Andrew, will be a commoner, taking no title.

Direct Elections to the European Assembly

A Bill providing for the direct election of members to the European Assembly received a second reading in the House of Commons on 24 November by 381 votes to 98.

The Government has again introduced a Bill providing for direct elections to the European Assembly. The new Bill is substantially the same as the one which received its second reading in July (see pp 255-6) but which lapsed through lack of time.

Referring to the Bill in the debate on the Queen's speech, the Prime Minister, Mr James Callaghan, said (*Hansard*, 3.11.77, cols 31-3) that it was the policy of the Government 'to play a strong and positive part in the development of the European Community'. In presenting the Bill, the Government's purpose was to 'strengthen unity and democracy in Europe', on condition that 'the authority of national governments and parliaments must be maintained'. The Government was bound by obligations undertaken when Britain entered the Community.

Mr Callaghan warned the House that it was faced with an important choice about the system of voting to be adopted in European Assembly elections. If the regional list system of proportional representation were chosen it would be possible to hold the first elections in 1978, thereby meeting the schedule agreed with the other members of the Community. If, on the other hand, the House voted for the first-past-the-post system traditionally used in British elections, then the assembly elections could not be held until 1979. Mr Callaghan announced, however, that Labour MPs would have a free vote on the system to be adopted, as in the previous parliamentary session.

THE EUROPEAN ASSEMBLY ELECTIONS BILL

The major provisions of the new Bill, set out below, are the same as those of the previous Bill. Such minor changes as there are were indicated by Mr Brynmor John, Minister of State at the Home Office, in answer to a parliamentary question (*Hansard*, 14.11.77, written answers, cols 30-1).

The Bill provides in its first part that the 81 seats allocated to Britain should be divided as follows: 66 representatives from England; 8 from Scotland; 4 from Wales; and 3 from Northern Ireland. The Bill also provides that the elections shall be held on a regional list system; however, this is subject to a provision that would enable the House of Commons to substitute the simple majority system (with the single transferable vote system in Northern Ireland) if it so decides. This choice will be made when the Bill reaches its committee stage.

The regional list system corresponds to that outlined in the White Paper on direct elections (see pp 179-80). The details of the list system are given in Part II of the Bill. The proposed electoral regions for this scheme are Scotland, Wales, Northern Ireland, and the eight Economic Planning Regions of England, with a separate region consisting of Greater London. Under this system, electors would each have one vote which they would cast for a named candidate in their region; but the votes of all the candidates in one political party or group in a region would be added together, with seats being allocated in the region in accordance with the group's or party's share of the total regional vote. Candidates who wish to declare themselves as members of the same political party or group would be required to be nominated on a joint nomination paper. Candidates would be required to make a deposit of £500, which would be returnable to all the canadidates of a group which obtained one-quarter of the electoral quota or succeeded in obtaining at least one seat.

If a vacancy should occur between elections, it

would be offered to the next candidate of the party or group that held the seat. If no such candidate was able or willing to take the vacant seat, it would then be necessary to hold a by-election.

Other clauses in Part II of the Bill make provision for the franchise, disqualification for candidature, and judicial proceedings relating to any disqualification. The Bill proposes that the franchise should be as for elections to the United Kingdom Parliament with the inclusion of peers.

Part III of the Bill includes miscellaneous and supplemental provisions. The most important of these relate to the prohibition of double voting, and the payment of expenses incurred under the Bill. It is considered that the cost of holding the elections is likely to be £10 million every five years.

The Bill also describes the application of the simple majority system of voting, should this be preferred by Parliament. In England, Scotland and Wales, there would be single-member constituencies drawn up by the respective Parliamentary Boundary Commissions, and based on groupings of present parliamentary constituencies. Northern Ireland would constitute a single three-member constituency and elections there would take place using the single transferable vote system (a system that is already in use for local government elections).

HOUSE OF COMMONS DEBATE

The Bill was given a second reading in the House of Commons on 24 November by 381 votes to 98, a majority of 283 (*Hansard*, 24.11.77. cols 1764-888). The voting was across party lines, most of the votes against the Bill being by Labour backbench MPs.

Opening the debate, Mr Brynmor John, Minister of State at the Home Office, said (*Hansard*, 24.11.77, cols 1764-75) that the Bill was constitutionally significant. 'This is the first extra-territorial assembly to which the United Kingdom will have directly elected representatives.' The decision to have direct elections had been taken because it was thought that directly elected representatives would make a more significant contribution to the European Assembly.

The Bill did not provide for the transfer of greater powers to the assembly; it merely determined the method of representation. As the Prime Minister had made clear in his letter to the National Executive of the Labour Party (see p 409) no extension of the powers of the assembly could be contemplated except by means of an Act of Parliament.

He did not believe that direct elections were a step towards federalism in Europe. The Government did not support federalism. It was proposing no more than direct elections on the basis of the existing assembly powers.

Referring to the choice of electoral system, Mr John said the Government preferred the regional list system because it would reflect 'the division of view within our country' and would therefore be better suited to a body, such as the assembly, whose role was consultative and advisory. The first-past-the-post system was better suited to bodies with a legislative or executive role. Alluding to the delay that would arise if the latter system were chosen, Mr John said that it would take about 20 weeks after the Bill had received the Royal Assent for the Boundary Commissions to announce draft constituencies.

In conclusion he said that a directly elected assembly would represent a considerable improvement in democratic control over the Commission of the European Community.

The Opposition spokesman on home affairs, Mr William Whitelaw (*Hansard*, 24.11.77, cols 1776-86), criticised the Government for delay in bringing a Bill before Parliament. He also regarded it as unsatisfactory that the Bill incorporated two alternative systems of voting in assembly elections. However, he supported the Bill for two main reasons. First, it was important for Britain to enter wholeheartedly into the working of Community institutions. Secondly, it was important for the future of the Community that the assembly should exercise effective scrutiny over the Commission.

Mr Whitelaw did not believe that the choice of electoral system would make as much difference to meeting the target date for elections as the Government had stated. He did not accept either that the regional list system would automatically enable the date to be met or that the first-past-the-post system would inevitably mean delay.

NEW CLAUSE PROPOSED BY THE GOVERNMENT

On the first day of the committee stage of the Bill, the Government announced that it would, at a later stage, introduce a new clause to safeguard the authority of Parliament, in the event of any increase in the powers of the European Assembly. The Secretary of State for Foreign and Commonwealth Affairs, Dr David Owen, said (*Hansard*, 1.12.77,) the clause would 'ensure that no extension of the powers of the European Assembly which would encroach on the legislative powers of this House can be agreed by the Government without an authorising Act of Parliament'. The House would be able to discuss the issue when the exact wording of the clause had been put before it.

Devolution in Britain

Bills to establish elected Scottish and Welsh assemblies are at present before Parliament. They have both received second readings; 'guillotine' motions to limit the time to be spent in discussion on them have been passed; and some amendments have been made in committee to the Scotland Bill. Government statements have also been made on devolution as it affects England and Northern Ireland.

As announced in July (see pp 297-8) the Government has introduced two separate Bills to establish elected Scottish and Welsh assemblies in Edinburgh and Cardiff. The provisions of the two Bills have much in common with those of the Scotland and Wales Bill which was introduced in the last parliamentary session (see pp 3-5), but which lapsed through lack of time. As was also announced in July, the new Bills in-

corporate a number of changes from the original one.

As before, the Bills provide for the setting up of a Scottish Assembly with legislative powers delegated to it by Parliament in Westminster over a wide area of domestic affairs. The powers of the Welsh Assembly would be less extensive than those of the Scottish Assembly, though nevertheless considerable. Other provisions of the Bills contain safeguard clauses so that, in the words of the Prime Minister, Mr James Callaghan, 'the protection of matters essential to the unity of the United Kingdom will remain assured' (*Hansard*, 3.11.77, col 30).

Referendums would be held after the Bills had completed their parliamentary stages, to ascertain whether the Scottish and Welsh peoples wished the assemblies to be set up. The referendums would be advisory to Parliament. Formerly the holding of referendums rested upon a Government decision; now they are provided for in the Bills.

THE SCOTLAND AND WALES BILLS

The provisions concerning the election of the Scottish and Welsh assemblies are much the same as in the original Bill.

The Scottish Assembly would consist of about 150 members, and the Welsh Assembly of about 80. Initially each parliamentary constituency in Scotland and Wales would return two or three members, according to the size of the electorate. Eventually parliamentary constituencies would be divided into single-member assembly constituencies.

The conditions governing eligibility for membership of the assemblies would be the same as for the House of Commons, except that peers and ministers of any religious denomination would be permitted to stand for election. The qualification for voting at assembly elections would be the same as for parliamentary elections except that peers would also be eligible. The standard duration of each assembly would be four years. However, the Scotland Bill contains a new provision for the premature dissolution of the Scottish Assembly if two-thirds of the full number of members so resolved. By-elections to fill vacancies in either assembly would normally be held within three months of the vacancy occurring.

The representation of the people of Scotland and Wales at Westminster would continue as at present.

Working of the Assemblies

The arrangements for the working of the two assemblies are much as provided for in the original Bill, except that the new Bills contain less detail about the way in which assembly business is to be conducted.

There would be a Scottish Assembly with powers of primary legislation, and an executive body would be set up to administer devolved matters. Within the devolved areas, the assembly would be able to pass new laws and amend or repeal provisions of existing Acts of Parliament (except the Scotland Act itself). Like a parliamentary Bill, a Scottish Assembly Bill would be required to receive the Royal Assent. The Scottish Executive would, in devolved areas, take over all powers at present exercised by central Government Ministers (that is, executive powers and the power to pass subordinate legislation). The executive would consist of a First Secretary and other Scottish Secretaries, appointed by the Government. The assembly would be able to nominate the First Secretary from among its members. The First Secretary would advise on the appointment of other Scottish Secretaries and would be able to appoint assistants for them.

The Welsh Assembly would have no primary powers of legislation and there would be no separate executive of the kind proposed for Scotland. It would instead have powers of subordinate legislation – that is, the authority to regulate administrative details of an Act – and would itself carry out devolved functions. It would work through subject committees whose members would be drawn proportionately from the parties represented in the assembly. This activity would be co-ordinated by an Executive Committee, led by a Chief Executive who would be appointed by the assembly. The members of the Executive Committee would include the leaders of the subject committees. New provisions in the Wales Bill charge the assembly with the duty to review the structure of local government in Wales and report its conclusions to the Government, and enable the assembly to support cultural and recreative activities in Wales.

Machinery provided for in the original Bill to investigate complaints of maladministration by either the Scottish or the Welsh executive has been removed. The Scottish Assembly would now be able to make its own arrangements in this matter. The Parliamentary Commissioner for Administration would act on an interim basis in Scotland and on a permanent basis in Wales.

Devolved Matters

The provisions concerning responsibilities explicitly devolved to the two assemblies are substantially the same as those devolved in the original Bill. The main domestic fields devolved to the assemblies would be local government (including some aspects of local finance), health, social services, non-university education, housing, planning and the environment, transport services and road traffic, and some industrial development responsibilities. Both assemblies would have responsibility for tribunals and inquiries in devolved fields. The Scottish Assembly would, in addition, be responsible for aspects of the courts, the legal profession and civil and criminal law. Responsibility for operation in Scotland or Wales of public bodies concerned with devolved matters (such as the British Waterways Board or the Forestry Commission) would be transferable in part or in whole to the appropriate executive.

Reserved Matters

Reserved (that is, undevolved) matters include the conduct of foreign relations, but are otherwise defined in the two Bills only by their exclusion from the lists of devolved matters. The principal fields of activity reserved to the Government were outlined by the Secretary of State for Scotland, Mr Bruce Millan, when he opened the debate on the second reading of the Scotland Bill (see below): they are defence, trade, the economy and industrial relations.

Both Bills provide for intervention by the Government in cases where legislative measures or executive actions of a devolved body would (while not in themselves exceeding the limits of devolution) have unacceptable repercussions on reserved matters. Subject to parliamentary approval, the Government would

be able to override such actions or measures. The provisions of the new Bills on reserved matters differ from those of the original Bill since the Government has restricted its powers of intervention to those areas which involve the interest of the United Kingdom as a whole. In the debate on the second reading, Mr Millan said that 'the Bill has been redrafted to make clear that these powers will be available only where the activities of a devolved administration would adversely affect matters for which the Government will remain directly responsible throughout the United Kingdom' (*Hansard*, 14.11.77, col 60). The previous Bill, he said, allowed for intervention in a case where action by a devolved administration might be considered detrimental in devolved matters such as education or health. This would no longer be the case.

Another change from the original Bill is that the implementation of European Community and other international obligations, formerly a reserved matter, would now be devolved. At the same time, however, the Government would have concurrent powers to implement such obligations if it were considered desirable or necessary.

Other clauses in the Bills, designed to safeguard the national interest, provide, as before, for the Scottish and Welsh executives to observe guidelines laid down by the Government in respect of economic and industrial development. The Scotland Bill, in addition, empowers the Government to scrutinise Scottish Assembly Bills before they have received the Royal Assent, to see that they are within the assembly's legal competence and to refer them to the Judicial Committee of the Privy Council if necessary. The new Bill provides, as the original did not, for the conduct of legal proceedings to establish whether provisions of a Scottish Assembly Act that has already received the Royal Assent are within the assembly's legal competence. Once again the Judicial Committee of the Privy Council would be the highest court of reference.

Finance

The Bills provide as before for expenditure on devolved matters to be met principally from block funds voted by the House of Commons. The Scottish and Welsh administrations would have borrowing powers but these would only be short-term and subject to ceilings laid down by the Government. The White Paper, *Devolution: Financing the Devolved Services*, published in July (see pp 297-8), stated that once the devolved administrations had been set up the Government would sympathetically consider any proposals for them to acquire marginal taxation powers (excluding any relating to offshore oil) to supplement the block funds. The White Paper also said that the Government would propose measures to improve the working of the block fund arrangement, through better information on expenditure needs and by fixing the block fund for a number of years ahead instead of annually. In the debate on the second reading, Mr Millan repeated the Government's willingness to consider such measures.

As before, the Bills provide for Scottish and Welsh Loans Funds to be set up, financed from the National Loans Fund. Public bodies or local authorities would be able to borrow from the funds, subject to ceilings laid down by the Government, to finance activities in devolved fields.

HOUSE OF COMMONS DEBATES

The Scotland Bill received its second reading on 14 November by 307 votes to 263, a majority of 44. The Wales Bill received its second reading on the following day by 295 votes to 264, a majority of 31. By and large, the official Conservative Opposition and the Ulster Unionists voted against the Bills, while the Liberal Party, the Scottish National Party, Plaid Cymru (Welsh Nationalists) and the Scottish Labour Party voted with the Government. There was some voting across party lines with 11 Labour MPs voting against the Scotland Bill, 6 voting against the Wales Bill, and several abstaining. Four Conservatives voted for both Bills and a number abstained.

On 16 November the Government introduced two 'guillotine' motions designed to curtail the time available for discussion at the committee stage to 17 days on the Scotland Bill and 11 days on the Wales Bill. (The committee stage – a detailed clause by clause examination of Bills following their second reading – is conducted on important measures by the whole House of Commons, which resolves itself into a committee for this purpose.) The motion on the Scotland Bill was passed by 313 votes to 287, a majority of 26, and that on the Wales Bill by 314 votes to 287, a majority of 27. The pattern of voting was along the same lines as in the earlier debates on the second readings.

Scotland Bill: Second Reading

Opening the debate, the Secretary of State for Scotland, Mr Bruce Millan, began his speech (*Hansard*, 14.11.77, cols 52-70) by repeating a statement made by the Prime Minister, Mr James Callaghan, in the debate on the original Scotland and Wales Bill. This was that the Bills were prepared on the basis of four guiding principles: first, a respect for the diversity and distinctive traditions of Scotland and Wales; second, the conservation of the economic and political unity of the United Kingdom; third, the continuing and unimpaired sovereignty of Parliament; and fourth, fairness to the whole of the United Kingdom.

The centralised system of government that the United Kingdom had was not generally found among other Western industrialised countries, said Mr Millan. The Government was starting from the premise that there was a strong case for 'more decentralisation and devolution of power from the centre'. The Scotland Bill represented major constitutional change. There had been most detailed and comprehensive discussion of its proposals and the Government was determined that the House should reach a conclusion on the matter. It would be worse than useless, however, if the Scottish Assembly was not given a worthwhile range of powers. The evidence was overwhelming, he said, that 'the Scottish people want more power of decision-making than the present system can give', but there was 'equally overwhelming evidence that they do not want separation and independence'.

After examining some of the improvements that the Government had made to the provisions of the Bill, Mr Millan returned to the question of whether it was possible to have political devolution in the United Kingdom without detriment to the political and economic unity of the United Kingdom'. He

maintained that it was possible, that the Bill provided for it, and that it would be dangerous for the House to say to the Scottish people that they could choose only between independence or the *status quo*. It was proposed, he said, 'within the continuing union to give the people of Scotland much improved democratic participation in making their own choice on matters which are primarily of interest to themselves'. He believed that 'such a reform will strengthen the unity of the United Kingdom and that failure to make it could weaken that unity'.

Opposition View

The Opposition spokeman on devolution, Mr Francis Pym, moved an amendemnt (*Hansard,* 14.11.77, cols 70-85) asking the House to decline to give the Bill a second reading and instead to call on the Government to summon a constitutional conference which would examine the problem of the government of Scotland, taking into account the implications for the rest of the United Kingdom, and report by July 1978.

He said that all parties had come to the conclusion that some form of devolution was possible and desirable but there had been no genuine attempt to try to find common ground. The Opposition felt that what was needed was 'an assembly of a more limited kind than that put forward by the Government – an extension of Parliament in Scotland, but without a separate executive'. This view had been modified in the light of criticism, but had not yet had the scrutiny needed before it could be put to Parliament. This was why a conference had been proposed.

A central defect in the Bill was that 'after the Assembly is established, members with Scottish seats will be able to vote on matters affecting England on which neither they nor other members of this House will be able to vote in regard to Scotland'.

The Opposition amendment was rejected at the end of the debate by 313 votes to 265.

Other Views

For the Liberals, Mr Russell Johnston (*Hansard,* 14.11.77, cols 105-13) said that while the Bill did not represent a final settlement, it did provide a stable basis for an effective assembly in Scotland, which could itself in time evolve a more durable system. Ultimately the Liberals wanted a federal solution. Setting up the assembly might produce problems, but if the Scottish people were denied any change the frustration would be enormous. The passage of the Bill was essential: 'if we block the dynamic of change, we shall have separatism'.

For the Scottish National Party, Mr Gordon Wilson said (*Hansard,* 14.11.77, cols 113-21) that they regarded the Bill as 'the first step along the road to self-government', and were sure that 'the Scottish people will regard it as the first step towards obtaining natural justice for Scotland'. He hoped that the House would not spurn the long-felt wishes of the Scottish people.

Mr Enoch Powell, speaking for the Offical Ulster Unionists (*Hansard,* 14.11.77, cols 86-92), said that the Official Ulster Unionists had a vested interest in the maintenance of the unity of the United Kingdom; they would vote against the Bill in the belief that, if it were enacted, 'the parliamentary union would inevitably be eroded'.

Summing up the debate for the Government, the Minister of State at the Privy Council Office, Mr John Smith, said (*Hansard,* 14.11.77, cols 190-8) that the way to defend the unity of the United Kingdom was not 'to keep the *status quo* for ever and say nothing to the people of Scotland and Wales'. On the question of the role of Scottish MPs after an assembly had been set up, Mr Smith said that certain matters affecting Scotland and Wales would remain the sole responsibility of Parliament. 'But a more important reason why all parts of the United Kingdom should be fully represented in this House is that sovereignty will remain with this House of Commons. That sovereignty is sufficiently strong to have the power to modify, transform or even abolish the devolution Act itself.' The union, he said, was 'under stress and strain' and Parliament had to look to the institutions of the state to see whether the union was working properly. It fell to the Government 'not only to increase the opportunity for democratic control in Scotland and Wales but also to strengthen the unity of the United Kingdom'.

Wales Bill: Second Reading

Opening the debate, the Secretary of State for Wales, Mr John Morris, said (*Hansard,* 15.11.77, cols 357-70) that the creation of an assembly in Wales would mean that the quality of decision-making would improve. 'The decision-makers, drawn from all over Wales, will be more attuned to the needs of the whole of Wales.' Reviewing the changes made in the new Bill, he said that the provision requiring the assembly to review the structure of local government in Wales would be widely welcomed. He drew attention also to the provision for the balance of parties in assembly committees to reflect the balance of parties in the assembly itself; this would ensure that minorities would have an effective role in the committees.

It was no good saying that a new tier of government was being proposed, said Mr Morris. 'The tier of government is already there, either in my or my colleagues' hands, or in the hands of the nominated bodies in Wales.' What would take place would be the transfer of a wide area of decision-making to a body that would exercise much closer democratic scrutiny. Turning to the question of finance, Mr Morris argued that the proposal for a block fund was 'fair and practical', while acknowledging that negotiations between the assembly and the Government over the fund might be hard-fought. This would not endanger political stability. The Minister stated that the additional costs estimated to arise from devolution were modest. 'To those who say that these are unnecessary, I ask: what price do they put on democracy?' Was it not desirable, he continued, 'when decisions on public spending priorities become more and more difficult, when they need to reflect more and more closely the needs of the people, that these decisions should be placed ever more firmly in the hands of representatives of ordinary men and women?'

He concluded by arguing that devolution had nothing to do with separatism; rather it allowed for diversity and flexibility within a united country. Opposing the Bill would be a denial of Welsh rights and could cause grievances that would last for generations.

Opposition View

Mr Nicholas Edwards, Opposition spokesman on Wales, said (*Hansard,* 15.11.77, cols 370-82) that the settlement proposed in the Bill could not last. The Welsh administration would be sure to demand greater powers than those devolved at present. The Government would be inflating national aspirations without adequately providing the means to fulfil them.

He foresaw that the powers of the Welsh Assembly to interfere with the decisions of local authorities would mean a prolonged period of uncertainty for the latter. He also foresaw a weakening in the relationship between Welsh MPs and their costituents and in the MPs' influence on the Government. The strength of feeling in Scotland over devolution was, he said, not matched in Wales. An influential minority demanded the Wales Bill, but there was not that consensus that should be the basis for major constitutional change.

Other Views

The leader of Plaid Cymru, Mr Gwynfor Evans, said (*Hansard,* 15.11.77, cols 400-10) that the powers proposed in the Bill were far from matching the needs of Wales. He had hoped that one of the first actions of a Welsh Assembly would be to devise a balanced economic plan, but economic powers were excluded from the Bill. Nevertheless it was a step in the right direction.

For the Liberals, Mr Geraint Howells said (*Hansard* 15.11.77, cols 417-22) that the Government had gone some way towards meeting his party's demands. The Bill deserved support as a positive first step towards self-government in Wales as an improvement in the government of the country. The Bill was the logical development of a process of devolving power to Wales that had been going on for 20 years.

Summing up for the Government, the Lord President of the Council, Mr Michael Foot, said (*Hansard,* 15.11.77, cols 497-508) that he understood the position of those who regarded referendums as an infringement of the paramount responsibility of the House of Commons. However, he regarded them as necessary to deal with constitutional changes. The Government would try to see that in any referendum on devolution the question was fairly put. The Bill provided for the best system of local government reform, since it would be reviewed by those who would implement it.

Next, Mr Foot dealt with complaints about the position of Scottish and Welsh MPs in the House of Commons once the assemblies had been established. 'It stands to reason', he said, 'that we should not have two categories or standards of members. I do not believe that we can have an in-and-out arrangement of that kind, with members entitled to vote on some things and not on others.' The House had solved similar problems in the past and could solve this one too. 'To say that, because the problem cannot be solved it is therefore impossible to have any form of devolution that will work, is an absurdity, and the House should not be prepared to accept it.' It had been said in the debate that only the federalist solution could surmount the problem. But the case against federalism was that it would destroy the supremacy of Parliament. Whatever other deficiences the Bill might have, its supreme merit was that there was no impairment of the supremacy of Parliament. 'The more the House looks at what we are proposing, and the more it looks at the alternatives, the more it will see that it . . .will be of great service not only to the people of Wales, but to the maintenance of the unity of the United Kingdom.'

Debates in Committee

The House of Commons has begun the committee stage of the Scotland Bill. The first clause, which stated that the provisions of the Bill do not affect either the unity of the United Kingdom or the power of Parliament to make laws for all or any part of the United Kingdom was defeated by 199 votes to 184. The Opposition voted against the clause on the grounds that it was not compatible with other provisions of the Bill. The Liberals, the Scottish National Party and Plaid Cymru also voted against the clause.

Later, another clause, which stipulated that Scottish Secretaries should, in the exercise of their powers, have regard to such considerations of national pay policy as the Government might bring to their attention, was defeated by 161 votes to 160.

The House also voted, by 290 votes to 107, to reject an amendment calling for a system of proportional representation for elections to the proposed Scottish Assembly.

ENGLAND

The Lord President of the Council, Mr Michael Foot, made a statement on devolution and England in the light of the response to the consultative document, *Devolution: the English Dimension* (see pp 7-8). Answering a parliamentary question (*Hansard,* 15.11.77, written answers, cols 108-9), Mr Foot said that it was clear from the consultations that there was not at present a broad consensus of popular support for moves towards a regional structure of government in England. The Government did not propose to initiate any major constitutional change in England until there was evidence of much more extensive support for it. The consultations had, however, revealed support for limited change within the existing local government system. The Government was giving further consideration to the question.

NORTHERN IRELAND

The establishment of a fully devolved legislative administration which both parts of the community can support and sustain remains the policy of the Government for Northern Ireland. This was reaffirmed by the Secretary of State for Northern Ireland, Mr Roy Mason, in the House of Commons on 24 November (*Hansard,* cols 1725-9). After referring to the separate meetings he had recently had with leading members of the Official Unionist Party, the Social Democratic and Labour Party, the Alliance Party and the Democratic Unionist Party, Mr Mason said that no such devolved government could or would be imposed. Because he did not think that the time had come when a fully devolved administration could be established by agreement, he had invited the parties to enter into talks with his officials

to see whether agreement might be reached on some form of partial devolution. He had no blueprint to offer but had indicated to the parties the framework within which talks should take place. Meetings so far had been responsible and constructive.

Mr Mason said his intention was to devolve back to Northern Ireland real powers, not necessarily legislative. There would be an assembly based on proportional representation which would have a consultative role regarding legislation, but the devolved powers would go to committees which he hoped would be run on a partnership basis. His approach would be flexible; he expected that during the talks, ideas would be put forward by both sides and all parties to 'flesh out' the framework he had outlined.

Parliament

BY-ELECTION AND STATE OF THE PARTIES

The voting strength of the parties in the House of Commons, following a by-election result, the death of one MP, and the transfer to another party of another MP, is indicated below.

The Conservative Party retained the seat at Bournemouth East in a parliamentary by-election on 24 November. The Conservative candidate, Mr David Atkinson, won by a majority of 11,551.

The detailed results were as follows:

D. Atkinson (Conservative)	15,235
J. Goodwin (Labour)	3,684
D. Matthew (Liberal)	3,212
J. Pratt (New Britain)	1,127
K. McKilliam (National Front)	725

One other candidate received less than 500 votes. Some 42·6 per cent of the electorate voted.

The state of the parties in the House of Commons is affected not only by the by-election result but by the death in October of the Labour MP for Ilford North, Mrs Millie Miller, and by the decision of the MP for Newham North East, Mr Reginald Prentice, to resign from the Labour Party and join the official Opposition. Mr Prentice was formerly a Labour Cabinet Minister. He resigned from the Cabinet and from his post as Minister of Overseas Development in December 1976 (see p 8).

The state of the parties is now, therefore as follows:

Labour	308
Conservative	281
Liberal	13
Scottish National	11
Official Unionist (Northern Ireland)	6
Plaid Cymru (Welsh Nationalist)	3
Independent Unionists (Northern Ireland)	2
Scottish Labour	2
Democratic Unionist (Northern Ireland)	1
Independent (Northern Ireland)	1
Social Democratic and Labour (Northern Ireland)	1
Vanguard Unionist (Northern Ireland)	1
Vacancies	1
TOTAL	631

In addition, there are the Speaker of the House of Commons and his three deputies (the Chairman of Ways and Means and the first and second Deputy Chairmen of Ways and Means). They do not vote except in their official capacities in the event of a tie.

APPOINTMENT OF WHIPS

A new Whip and an Assistant Whip have been appointed to the Government.

Mr Peter Snape and Mr James Marshall were appointed respectively as Lord Commissioner to the Treasury (Whip) and Assistant Whip on 23 November. Mr Snape was formerly an Assistant Whip. The appointments follow the resignations earlier in the month of Mr Joseph Ashton and Mr David Stoddart, who were respectively an Assistant Whip and a Whip.

EXTERNAL AFFAIRS AND DEFENCE

European Community

During the political co-operation meeting in November, the Community foreign ministers issued a statement on President Sadat's peace initiative (see p 460) and discussed policy on South Africa. The Council of Ministers has agreed to extend the import arrangements for ACP beef and veal, and to suspend partially the import tariff on apples. It has granted a small herring quota to French coastal fishermen, and has decided that the Soviet Government should be approached on the subject of Community fishing in the Barents Sea.

POLITICAL CO-OPERATION MEETING

During a political co-operation meeting on 21 and 22 November, the foreign ministers issued a joint statement on President Sadat's peace initiative (see p 460). In his statement on the meeting (*Hansard*, 23.11.77, cols 1521-9), the Foreign and Commonwealth Secretary, Dr David Owen, reported also on other topics considered by the ministers. 'On Africa', he said, 'we discussed what further steps might be taken to ensure wider international acceptance of the code of conduct on employment practices for companies of the Nine operating in South Africa [see p 365], and the need to bring home to the South African Government our concern about the repression of dissent in the light of the Security Council's recent mandatory arms embargo resolution [see p 414]. We issued a statement making clear that we would not recognise the so-called independence of Bophuthatswana.'[1]

AGRICULTURE

Beef and Veal

The Council of Ministers agreed on 7 November to extend the import arrangements for beef and veal orginating in the ACP producer states,[2] namely, Botswana, Kenya, Madagascar and Swaziland. These states will benefit until 31 December 1978 from duty-free entry of a specified tonnage of beef and veal and from a levy abatement of 90 per cent on a further quota. Prior to this decision, the Parliamentary Secretary at the Ministry of Agriculture, Fisheries and Food, Mr Gavin Strang, stressed the importance to the Botswana economy of these cattle exports, since they account for at least half of that country's export earnings. He also pointed out that Botswana beef represented less than 0·5 per cent of the Community's supplies and that the extension of the arrangements should be considered in the context of the Community's undertakings under the Lomé Convention, which the British Government saw as an important landmark in the Community's relations with the developing world.

Botswana has also been seeking an increase in its quota eligible for the levy abatement for this year and next, and Mr Strang supported this request, which is still under consideration. Some two-thirds of ACP beef supplies to the Community are disposed of on the British market, where the levy abatement allows them to be offered at competitive prices.

Apples

In view of the shortfall in Community production of apples (see p 367), the Council of Ministers agreed on 7 November to a partial suspension of the Common Customs Tariff; duty has been set at 6 per cent instead of 14 per cent for a period extending until 31 January 1978.

FISHERIES

Herring Fishing

The Council of Ministers agreed on 8 November to grant an exceptional quota of 600 tonnes of herring for the remainder of 1977 to coastal fishermen fishing off the French coast between Etaples and the Seine estuary, despite the ban on direct herring fishing which the Council continued in October (see p 413).[1] The derogation is restricted to fishermen using low-tonnage vessels equipped with gill or drift nets. These small vessels will not be able to operate more than four miles from the French coast and therefore will not penetrate British waters. The Minister of Agriculture, Fisheries and Food, Mr John Silkin, later said that this decision had established the important principle that only the coastal state could judge the need for

[1]This 'Homeland' or 'Bantustan' became 'independent' on 6 December. For the British and Community position on these 'Homelands', see p 424, 1976. Bophuthatswana, in the northern part of South Africa, is the fragmented 'Homeland' of the Tswana tribe. Of the 'Homeland's' six segments, one is on the Botswana border, while others are close to the Pretoria-Witwatersrand-Vereniging complex; another is near to Lesotho. It is the second of the 'Homelands', after the Transkei, to move towards 'independence'.

[2]The abbreviation, ACP, is used for the group of African, Caribbean and Pacific states which are linked to the Community by the Lomé Convention (see pp 51-2, 1975, pp 317-8, and p 187).

[1]The ban applies to the North Sea and part of the English Channel.

conservation in its own waters and could implement it there.

Barents Sea

At its meeting on 21 and 22 November the Council agreed that an attempt should be made to break the deadlock in fisheries negotiations with the Soviet Union by sending the Soviet Government a list of Community vessels which the Community wishes to be licensed to fish in the Barents Sea (see p 366).

Rhodesia

On 24 November Mr Ian Smith, the leader of the illegal Rhodesian regime, announced his intention of negotiating a settlement to the Rhodesian problem with internally based nationalist leaders on the basis of adult suffrage. Commenting on this latest development, the Foreign and Commonwealth Secretary, Dr David Owen, said on 25 November that it was difficult to know whether these talks could lead to a satisfactory settlement as Mr Smith's statement was made in general terms. Various nationalist groups, however, including those led by Bishop Muzorewa and the Reverend Sithole, expressed their willingness to participate in talks with Mr Smith. The Patriotic Front, on the other hand, stated that no negotiations would have any validity unless they were between the Patriotic Front and the British Government. Sanctions against Rhodesia were renewed for a further year by the House of Commons on 11 November.

Mr Smith's Statement

Mr Ian Smith, in his announcement made at Bulawayo, said that 'in view of the failure of the latest Anglo-American initiative', he had 'invited the leaders of the black political parties to enter into constitutional negotiations with a view to reaching a constitutional settlement . . . and thus bring peace to the country'. He explained that the nationalist leaders had without exception impressed upon him 'that the only way of successfully launching the negotiations would be for the government to make a firm commitment to the principle of majority rule based on adult suffrage'. Mr Smith said that he had pointed out that his 'interest in a qualified franchise was as a means of ensuring the maintenance not only of standards, but also of the confidence of white Rhodesians. Constitutional and other evidence now available indicated that there were other and possibly better ways of maintaining standards and retaining this confidence than by means of a qualified franchise.' Accordingly, the Rhodesian 'government would reserve the right' to pursue these aspects in any constitutional negotiations. 'The black political leaders', he added, 'fully endorsed the desirability of retaining white confidence, and accepted [the] government's right to follow this course at the conference table.' In view of this undertaking, Mr Smith concluded, '[the] government is prepared to enter the negotiations on the understanding that if their requirements in this regard are met, they will accept the principle of majority rule based on adult suffrage.' Mr Smith explained that three nationalist groups were concerned: the United African National Council (UANC) led by Bishop Abel Muzorewa; the Reverend Ndabaningi Sithole's section of the African National Council (ANC); and the Zimbabwe United People's Organisation (ZUPO) led by Chief Jeremiah Chirau.

British Views

In a statement on 25 November, the Foreign and Commonwealth Secretary said that Britain's 'fundamental principle is that independence for Zimbabwe must involve a genuine transfer of power to a government representing the majority of the people of Rhodesia following elections on the basis of universal adult suffrage. The elections must be conducted in a manner which is demonstrably free and fair; and all peoples and parties who intend to live in a future Zimbabwe should be free to participate if they wish to do so, whether they are at present living inside or outside Rhodesia. It is very important for Zimbabwe', Dr Owen added 'that its new government should win wide acceptance in the world and that the world should not cast doubt on the validity of the result. Much will therefore depend on the circumstances in which the elections were envisaged being held. Mr Smith's statement', Dr Owen concluded, 'is in general terms. Until we know in detail more what he has in mind it is difficult to say whether these talks can lead to a satisfactory settlement.'

Nationalist Views

Speaking at a nationalist rally in Salisbury on 26 November, Bishop Abel Muzorewa said that he believed that Mr Smith was sincere in his offer of majority rule based on one man, one vote, provided that safeguards for minorities were incorporated in the settlement. He believed that the guerrilla war would stop once Mr Smith had signed and sealed the acceptance of adult suffrage. He called for the British Government to chair the conference which should be held openly and which should aim for independence in 1978. The first round of talks, which began in Salisbury on 2 December, was not attended by Bishop Muzorewa, who had proclaimed a week of mourning for Africans killed in Rhodesian raids on guerrilla training camps in Mozambique at the end of November. He nevertheless stressed that it was important that the talks should continue.

The Reverend Sithole, who was at the time touring the United States, said that the guerrilla war would not stop because of Mr Smith's proposals, although the acceptance of the one man, one vote principle was a major step forward. He added that he would be returning to Salisbury to take part in talks.

Mr Robert Mugabe, the co-leader with Mr Joshua Nkomo of the Patriotic Front, said in Maputo on 25 November that no negotiations could have any validity unless they were between the Patriotic Front, the authentic representatives of the people of Zimbabwe, and the British Government. He added that Mr Smith had no right to negotiate and that,

if any settlement was to be achieved, the first condition would have to be his dismissal.

Rhodesia Sanctions

The Southern Rhodesia Act 1965 (Continuation) Order 1977 was approved by the House of Commons on 11 November by 77 votes to 26 (*Hansard*, cols 1018-140), support for the Order being given by the spokesmen of the main parties. The effect of the Order is to continue in force for a further year section 2 of the Act which gives the Queen in Council power to take whatever measures are necessary to deal with the situation in Rhodesia which was brought about by the illegal declaration of independence.

During the parliamentary debate, Dr Owen emphasised that 'the main reason for renewing Section 2 is to maintain international pressure on the regime in Rhodesia to give up power on the basis that is set out in the White Paper' (see pp 338-40). Dr Owen explained that in his view 'it would be irresponsible to take unilateral action to lift sanctions at this stage. We must continue clearly to act together with the international community, which has to a remarkable extent accepted the broad framework of the proposals introduced in the White Paper as providing a basis for a peaceful transition to majority rule in Rhodesia.

'Failure to renew the sanctions legislation', Dr Owen continued, 'would give the Smith regime an unwarranted psychological boost and would confirm suspicions that exist not only in the minds of nationalists but in other countries in the world about our intentions. I have no doubt', Dr Owen said, 'that the intention of all members is to bring about, if it is at all possible and if it lies within our power, a peaceful transition to majority rule in the troubled country of Rhodesia. No one denies that it will be extremely hard to achieve. Section 2 will be necessary to provide a means of legalising the transitional arrangements until new legislation can be brought before Parliament in the event of a settlement.' If a settlement on the basis of the White Paper was going to be achieved, Britain would need 'to act speedily on the transitional arrangements' and would need the powers laid down in Section 2.

The Middle East

PRESIDENT SADAT'S VISIT TO ISRAEL

The President of Egypt, Mr Anwar Sadat, paid a two-day visit to Israel between 19 and 21 November, the first official visit ever paid by an Arab head of state to Israel since its founding. President Sadat's visit has been welcomed by Britain and by the foreign ministers of the European Community.

During his visit Mr Sadat held talks with the Israeli Prime Minister, Mr Begin, and other officials, and addressed the Israeli Parliament, the Knesset. In his speech Mr Sadat declared that 'we welcome [Israel] in our midst, in safety and security. This itself constitutes a major historic and decisive turning point.' He went on to say that he had come to Israel 'so that we, together, can build a permanent and just peace and avoid the shedding of a single drop of blood'. In order for peace to be achieved, said Mr Sadat, it was necessary for Israel to withdraw completely from the Arab territory which it occupied, 'including Arab Jerusalem', and for Israel to recognise 'the Palestinian people and its right to the establishment of its own state and its right to return'.

Mr Sadat's visit to Israel has been welcomed in many capitals of the world, although it has also aroused oppostion in a number of Arab and other countries.[1] In a statement on 17 November, before Mr Sadat's visit, the Foreign and Commonwealth Secretary, Dr David Owen, welcomed Mr Sadat's decision to visit Israel 'in pursuit of peace', and said he saw the visit 'as a bold and imaginative gesture and as one which will enable him to present in Israel and to the world the Arab case for a comprehensive negotiated peace settlement'.

On 22 November the foreign ministers of the European Community issued a joint statement following political co-operation talks (see p 458). In the statement they recognised that mistrust constituted one of the main obstacles to a peaceful settlement of the Arab-Israeli conflict, and said that they shared 'the hopes raised by the courageous initiative of President Sadat and his historic meeting with the Israeli leaders'. They hoped that 'the unprecedented dialogue' would 'open the way to comprehensive negotiations leading to a just and lasting overall settlement taking account of the rights and concerns of all the interested parties'. It was urgent, the statement went on, that 'genuine peace at last be achieved for all the peoples of the area, including the Palestinian people, on the basis of the principles recognised by the international community which are embodied in particular in the declaration of the European Council of 29 June 1977' (see p 266). The statement concluded by expressing the hope that it would be possible for the Geneva Conference (see pp 58-9, 1974) to be reconvened in the near future.

Following his visit to Israel, President Sadat announced in the Egyptian Parliament on 26 November that invitations were being sent to the United Nations' Secretary-General, the United States, the Soviet Union and 'all the parties to the conflict, including Israel', for a conference in Cairo to prepare for the Geneva Conference. Up until 30 November, Israel, the United States and the United Nations' Secretary-General had accepted this invitation, and it was announced that the meeting would start on 14 December.

[1] A summit meeting of those opposed to Mr Sadat's initiative was held from 2 to 5 December in Libya. At the end of the meeting, Algeria, Libya, South Yemen, Syria and the Palestine Liberation Organisation (PLO) signed a declaration in which they agreed to form a 'front for resistance and confrontation' in opposition to President Sadat, and called for the freezing of relations with Egypt. Iraq, although attending the meeting, refused to sign the declaration on the grounds that it was inadequate. Egypt has responded by breaking off diplomatic relations with the four Arab states that signed the declaration.

Anglo-Romanian Relations

VISIT BY ROMANIAN FOREIGN MINISTER

Mr George Macovescu, the Romanian Minister of Foreign Affairs, paid an official visit to Britain from 13 to 16 November. During his stay Mr Macovescu called on the Prime Minister, Mr James Callaghan, and held talks with the Foreign and Commonwealth Secretary, Dr David Owen, and other senior ministers. In the communiqué issued at the end of the visit both sides reaffirmed their resolve to develop relations of friendship and co-operation in all fields.

Bilateral Relations

In the communiqué both sides expressed satisfaction at the development of their bilateral relations, and noted that the state visit to be paid by the Romanian President, Mr Nicolae Ceausescu, and Madame Elena Ceausescu in June 1978, at the invitation of the Queen and the Duke of Edinburgh, would be 'an event of major importance for the development of relations between the two countries and peoples, and for the promotion of security and co-operation in Europe'. The two ministers reaffirmed their determination to develop relations of friendship and co-operation in all fields, on the basis of the joint declaration signed on the occasion of the visit to Romania by the then British Prime Minister, Mr (now Sir) Harold Wilson, in September 1975 (see pp 396-7, 1975). They agreed that opportunities existed for amplifying and diversifying relations between their two countries and peoples in the political, economic, technical, scientific and cultural spheres.

Economic Relations

Both sides expressed satisfaction at the increase in trade in both directions which had taken place since 1975, and reaffirmed their intention to work towards raising, by 1980, the annual volume of two-way trade by two and a half times, compared with the level achieved in 1974. To this end, they agreed that all suitable opportunities should be taken to encourage the growth of bilateral trade in both directions, and of co-operation in other markets, on the basis of mutual advantage. Taking note of the good possibilities that existed for closer industrial co-operation, they emphasised that the early conclusion of current negotiations in this field would improve the long-term prospects for the development of bilateral economic relations. The two ministers also noted the encouraging development of relations in the fields of education, culture and science.

International Questions

Both sides had a full and useful exchange of opinions on current international issues, and found that 'there was much common ground between them'. They stressed that the United Nations should play an increased role in the settlement of major international problems, 'including those of the world economic order with a view to facilitating the more rapid economic progress of the developing countries'. They agreed that *détente* was an indivisible process, and reaffirmed the intention of both their Governments to continue an active search for ways of strengthening security and co-operation in Europe. Emphasising the importance of the Belgrade meeting (see p 369) for continuing the multilateral process initiated by the conference on security and co-operation in Europe (see pp 305-12, 1975), the two sides 'noted with satisfaction the close co-operation between their two delegations' and expressed the belief that the meeting should adopt constructive measures 'which would contribute to speeding up the implementation by all signatory States of all their commitments under the Final Act'. They also stressed that progress in the political field towards greater security and co-operation in Europe must be accompanied by confidence-building measures in the military field, and by progress in lessening military confrontation and in disarmament.

Previous Visits

In recent years there have been two visits to Britain by Romanian Deputy Prime Ministers, and the President and the Foreign Minister have both made brief visits in transit from other countries. In the other direction, the then Lord Privy Seal visited Romania in 1974, and the then Prime Minister and the then Defence Secretary each paid visits in 1975. Other visits have been made by the Lord Chancellor in 1976 and by the Secretary of State for the Environment in 1977.

Shorter Notes

VISIT BY GOVERNING MAYOR OF WEST BERLIN

The Governing Mayor of West Berlin, Herr Dietrich Stobbe, visited Britain from 23 to 25 November, his first visit to Britain since his election in May. During his stay, Herr Stobbe had talks with the Prime Minister, Mr James Callaghan, and the Foreign and Commonwealth Secretary, Dr David Owen. At a press conference following his meeting with the Prime Minister, Herr Stobbe said that Mr Callaghan had restated Britain's 'total and utter commitment' to the four-power agreement safeguarding the status of Berlin (see pp 247-8, 1972, and COI reference paper, *The Berlin Agreement*, R5937/72). He had been assured that Britain would continue to support the maintenance and development of ties between West Berlin and the Federal Republic of Germany, while taking into account that West Berlin was not a constituent part of the Federal Republic and not governed by it. In addition, he said, Britain would also defend the right of West Berlin to be represented in a directly-elected European Parliament by nominated members of the Berlin Senate. Since his election, Herr Stobbe has also paid official visits to the United States in August, and to France in October.

Distribution of Income and Wealth

The latest report on the distribution of income and wealth in Britain illustrates the combined effects of progressive taxation and social security benefits in bringing about greater equality. Income is now distributed less unequally in Britain than in several other major countries and the wealthiest people continue to see a relative decline in their share of total wealth. The proportion of personal income paid in direct taxes and social security contributions in Britain is similar to the average for other major countries studied.

The report, from the Royal Commission on the Distribution of Income and Wealth (see p 320, 1974), is *Report No 5, Third Report on the Standing Reference*.[1] Cmnd 6999. HMSO, £4·65. ISBN 0 10 169990 5.

The main purpose of the report is to present the results of some of the research projects undertaken by the Commission on particular aspects of the distribution of income and wealth. It also updates the statistics in the fourth report (see pp 472-6, 1976) and sets out the additional work in progress both within the Commission and within the Government Statistical Service.

The Commission is working on the third specific reference – on lower incomes (see p 265, 1976) – and expects to publish a report early in 1978.

While the first two reports on the standing reference were primarily concerned with a broad survey of the data available, the present report aims at a more comprehensive and analytical approach to the conceptual difficulties of distribution.

Definitions

The Commission recognises the need for a number of alternative definitions of income and wealth arising from the fact that they may be received or held in a variety of forms which are not always directly comparable. Thus income definitions are divided into those relating to forms of income (money income and income in kind) and those relating to sources of income (employment, ownership of assets and transfers). In the case of wealth the report distinguishes between marketable and non-marketable assets. Marketable assets convey both a right to future income and a right of disposal, whereas non-marketable assets represent only a right to income, without the possibility of sale or transfer. Corresponding to this distinction, wealth may be seen either as a source of realisable value or as a store of future income.

Distribution of Income

By analysis of data contained in the annual *National Income and Expenditure* (the Blue Book), the Commission shows that, over the period from 1959 to 1974-75, the share of the top 1 per cent of tax units has declined continuously from 8·4 per cent to 6·2 per cent of total income before tax (see definition of tax unit, p 465). The share of the next 2-5 per cent declined, but not continuously, while the share of the 6-10 per cent group showed little change. The share of the top 10 per cent in the pre-tax distribution fell from 29·4 per cent of total income in 1959 to 28 per cent in 1967 and to 26·6 per cent in 1974-75. This was balanced by a corresponding increase in the overall share of the remaining 90 per cent, within which only the 61-70 per cent group did not increase. Approximately three-fifths of this increase accrued to the remaining 40 per cent of tax units in the top half of the distribution (11-50 per cent group), their share increasing from 47·5 per cent to 49·2 per cent of total income between 1959 and 1974-75, while, over the same period, the share of the bottom 50 per cent of tax units increased from 23·1 per cent to 24·2 per cent of total income. For the top 1 and 10 per cent the decline in the share of post-tax income was less marked than the decline in the pre-tax share (from 5·3 to 4 per cent and from 25·2 to 23·2 per cent respectively). The increase in the share of the bottom 20 per cent, however, has been greater in the post-tax distribution than in the pre-tax distrubution (from 6 to 7·5 per cent).

Between 1973-74 and 1974-75 median[1] income increased by 23·4 per cent (from £1,550 to £1,913) before tax and by 19 per cent (from £1,348 to £1,604) after tax. (Figures are at current prices and do not, therefore, take account of inflation.)

Table 1 shows that between 1973-74 and 1974-75 the share of the bottom 20 per cent of income units

[1]The standing reference requires the Commission to analyse and report from time to time on the current distribution, and past trends in the distribution, of all forms of personal income and wealth, taking into account the incidence of taxation and any other factor which the Commission might consider relevant.

[1]The median is the item half-way in a series of numbers, as, for example, in a table of individual incomes; it is a more useful concept in general than the arithmetic average.

Table 1

Distribution of Personal Income

Percentage shares of income, before and after income tax, received by given quantile groups: 1973-74 and 1974-75

United Kingdom *Income unit: tax unit*

Quantile group	Before income tax			After income tax		
	1973-74	1974-75	Income range 1974-75 (lower limit)	1973-74	1974-75	Income range 1974-75 (lower limit)
	%	%	£ p.a.	%	%	£ p.a.
Top 1 per cent	6·5	6·2	8,585	4·5	4·0	5,856
2–5 „ „	10·6	10·6	4,983	9·8	9·7	3,846
6–10 „ „	9·7	9·8	4,097	9·3	9·5	3,260
Top 10 per cent	26·8	26·6	4,097	23·6	23·2	3,260
11–20 „ „	15·6	15·8	3,238	15·5	15·8	2,670
21–30 „ „	12·9	13·1	2,732	13·2	13·2	2,250
31–40 „ „	11·2	11·0	2,296	11·2	11·4	1,926
41–50 „ „	9·3	9·3	1,913	9·5	9·4	1,604
51–60 „ „	7·5	7·6	1,509	7·8	7·8	1,315
61–70 „ „	5·8	5·8	1,168	6·4	6·4	1,080
71–80 „ „	4·7	4·6	909	5·4	5·3	870
81–90 „ „	3·5	3·6	680	4·2	4·4	676
91–100 „ „	2·7	2·6	—	3·2	3·1	—

Source: 1973-74 figures derived from *National Income and Expenditure;* 1974-75 figures derived from CSO table in *Economic Trends,* April 1977.

before tax remained the same, following a particularly large one-year increase between 1972-73 and 1973-74. The decline in the share of the top 1 per cent group in the post-tax distribution was relatively large, falling from 4·5 per cent to 4 per cent, reflecting at least in part the fall in the share of the top 1 per cent in the pre-tax distribution, from 6·5 per cent to 6·2 per cent, although, as the report points out, the top 1 per cent in the pre-tax distribution does not necessarily comprise the same tax units as the top 1 per cent of the post-tax distribution.

The average income tax rate in 1974-75 was calculated by the Commission to be 18·3 per cent. The progressive nature of the tax was illustrated by the fact that the top 1 and 10 per cent groups (in pre-tax income terms) paid 47·1 and 29·1 per cent respectively of their incomes in tax whereas the average tax rate of the bottom 5 per cent was 1 per cent. The average tax rate increased from 10·5 per cent in 1959 to 18·3 per cent in 1974-75; the top 1 per cent group which was already paying tax at an average rate of 43·1 per cent in 1959 bore a relatively small proportion of this increase but the average rates for the other groups, with the exception of the bottom 5 per cent, experienced large increases.

Studies by the Central Statistical Office of the combined effects of taxes and benefits show that they achieved a substantial redistribution of income towards equality. In 1975 the share of the bottom 20 per cent in the all-households distribution rose from 1·3 per cent of total original income to 7·2 per cent of all final income. The share of the top 20 per cent fell from 43·7 per cent to 37·8 per cent. These distributions also showed that as a proportion of income, cash benefits and benefits in kind were most important for pensioners and that the burden of direct taxation was greatest for non-pensioner adults. The burden of indirect taxation was similar for all household types. Benefits in cash and in kind have become more important for the average household since 1961. There has been little change in indirect taxation but a marked increase in direct taxation. The ratio of final to original income has risen for pensioner households, one-adult non-pensioner households and families with four children. It has fallen for two-adult non-pensioner households and families with two children; and has remained constant for the average of all households, large rises in benefits being offset by increased direct taxation.

Distribution of Wealth

The Commission has again used the Inland Revenue estate multiplier estimates[1] as its basic source of information on the distribution of personal wealth and notes that, in contrast to previous years, the

[1]The estate multiplier method uses estates of persons who die during a year as a sample of the wealth of the living.

Table 2

Distribution of Wealth by Range of Personal Assets, 1975

United Kingdom

Asset/liability	Range of net wealth (lower limit)							Total
	Nil	£5,000	£10,000	£20,000	£50,000	£100,000	£200,000	
	%	%	%	%	%	%	%	%
Physical assets:								
Dwellings	5·2	23·4	37·0	22·8	6·8	3·1	1·8	100·0
Land	0·8	2·2	6·0	20·4	23·7	19·4	27·4	100·0
Other buildings	5·3	11·1	10·0	32·2	17·3	16·3	7·6	100·0
Household goods	17·0	20·5	25·7	16·9	7·5	5·0	7·4	100·0
Trade assets	3·7	8·4	12·1	36·4	20·4	12·6	6·4	100·0
Financial assets:								
Listed ordinary shares*	2·4	2·7	6·6	21·4	21·0	16·7	29·3	100·0
Other company securities	1·2	1·8	2·3	20·2	23·2	20·9	30·3	100·0
Life policies	17·2	23·0	31·3	21·7	4·6	1·5	0·7	100·0
Building society deposits	14·4	17·3	26·1	28·0	9·4	3·4	1·4	100·0
Listed British Government securities	2·0	6·1	11·3	22·1	18·3	17·0	23·1	100·0
Cash and bank deposits	17·4	15·7	19·4	19·8	11·5	7·5	8·7	100·0
National Savings	35·2	22·8	23·5	13·0	3·1	1·4	1·1	100·0
Other financial assets	22·8	19·7	22·8	17·8	7·5	4·6	4·9	100·0
Liabilities:								
Personal debts	14·8	11·7	16·3	23·1	13·7	9·7	10·7	100·0
Property debts	11·8	31·0	33·3	18·3	3·6	1·3	0·8	100·0
Net wealth	10·9	18·2	27·0	22·0	9·6	5·8	6·4	100·0
Numbers of people in range as percentage of estimated total number of wealth owners	51·5	22·4	17·7	6·7	1·2	0·3	0·1	100·0

*Including unit trusts.

Source: Inland Revenue

figures for 1975 refer to the whole of the United Kingdom and not just to Great Britain. According to the latest available statistics, aggregate personal wealth in Britain in 1975 was valued at £190,290 million, divided among 21 million identified wealth holders, representing just over half the adult population (all persons aged 18 and over). If the statistical assumption is made that all other persons own no wealth, then it is estimated that the wealthiest 1 per cent of the population owned 23·2 per cent of total personal wealth; the top 5 per cent owned 46·5 per cent; the top 10 per cent owned 62·4 per cent; and the top 20 per cent owned 81·8 per cent. When adjustments are made to the basic Inland Revenue figures to allow for wealth holdings of those excluded from these figures and for understated holdings by the included population, then total personal wealth is estimated at £238,927 million. Of this total, 24·3 per cent was held by the top 1 per cent of the adult population, 46·1 per cent by the top 5 per cent, 60 per cent by the top 10 per cent and 76·2 per cent by the top 20 per cent. The proportion of personal wealth held by the bottom 80 per cent was estimated to be 23·8 per cent, as compared with 18·2 per cent in the unadjusted Inland Revenue figures.

Table 2 shows the significant differences in the asset composition of wealth among different groups of wealth owners. In its analysis of the Inland Revenue figures, the report concludes that the continuation of the long-term trend towards a more even distribution of wealth in 1975 is 'noteworthy' and suggests this must have been owing to factors other than changes in relative asset prices. New accumulations of wealth by the lower and middle wealth groups may possibly have had an impact.

Estimates of wealth distribution which include the actuarial values of occupational and state pension rights indicate that, in general, their inclusion reduces the overall level of inequality, the most pronounced changes resulting from the incorporation of state pension rights.

Social and Demographic Changes

The Commission has investigated the effect of four social and demographic factors on the distribution of personal income. They considered the effects of changes in the pattern and extent of marriage, in the proportion of the population which is elderly, in the extent of female employment, and in the proportion of the population in full-time education (through its direct impact on participation in the active labour force). They considered the distribution of tax unit incomes before tax over the period between 1950 and 1970. The effects of these factors on the top 10 per cent appears to have been small. Taking their effects on the remaining 90 per cent separately, the distribution of income tended to be made more unequal by the changes in the pattern and extent of marriage (including changes in the significance of the divorced, widowed, and single and one-parent families, and in the sharing of income within families), in the increase in the proportion of the population which is elderly, and in the increase in the proportion of the population in full-time education. On the other hand the increase in female employment has tended to make the distribution less unequal, but in each case the effect is small.

Table 3

Distribution of Personal Wealth 1975

Percentage shares of personal wealth owned by given quantile groups of the total population aged 18 and over

United Kingdom

Quantile group	1975
	%
Top 1 per cent	24·3
Top 5 ,, ,,	46·1
Top 10 ,, ,,	60·0
Top 20 ,, ,,	76·2
Bottom 80 ,, ,,	23·8

International Comparisons

The report compares the dispersions and trends in the distribution of personal income in Britain with those in Australia, Canada, France, the Federal Republic of Germany, the Irish Republic, Japan, Sweden and the United States, although it stresses the difficulty of obtaining comparable data.

By 1974 income from employment amounted to 70 per cent or more of total personal income in Britain, the United States, Australia and Canada, while in Sweden the proportion was only slightly less. It was less than 70 per cent in the other countries surveyed in 1974. Self-employment income declined in importance in most countries, as did net interest, dividends and rent. Income from social security benefits, however, increased its share in all countries; Britain's share at 10 per cent in 1974 was less than in France, Sweden, the Federal Republic of Germany and Canada and only slightly higher than in the United States.

The proportion of personal income paid in direct taxes and social security contributions (including employers' contributions) for Britain was close to the average for the other countries. In Sweden and the Federal Republic of Germany the proportion was much higher than in Britain; in Canada it was about the same; in France and the United States it was somewhat lower; and in Australia and the Irish Republic it was much lower. The proportion has increased markedly in all countries since 1960.

Comparisons of personal income distribution are made in various forms in the report based on the tax unit or inner family (married couples and dependent children count as one unit, all other persons counting as single-person families), consumer units (the 'economic' family, that is, all persons living in a household who are related by blood, marriage or guardianship, or an individual without relations) and the household.

Britain can be compared with the United States, the Federal Republic of Germany and the Irish Republic on a tax unit or inner family basis. On this basis, income is distributed more unequally in the United States and the Federal Republic of Germany than in Britain and the Irish Republic. Since 1950 the distribution has become more unequal in the

United States and less unequal in Britain. A comparison of Britain, the United States and Canada on the basis of the consumer unit shows that the distribution for Britain is much less unequal than that for the United States and Canada, Canada being somewhat less unequal than the United States. The top fifth had 40·3 per cent of income in Britain, 46 per cent in the United States and 43·6 per cent in Canada; the bottom two-fifths had 16·8 per cent in Britain, 13·5 per cent in the United States and 14·1 per cent in Canada.

The widest ranging comparisons are possible on the household basis on which, however, the reliability and coverage of the data are at their most varied. Taking all pre-tax household income data together (but omitting Sweden and Canada), Australia has a less unequal distribution than Britain, while the United States, France, Japan, the Federal Republic of Germany and the Irish Republic have more unequal distributions.

Concorde

Concorde services from London/Paris to New York, two of the key routes for which the supersonic aircraft was designed, were inaugurated jointly by British Airways and Air France on 22 November. The scheduled journey time from London to New York is 3 hours 45 minutes, roughly half the time taken by conventional subsonic jets. The opening of the new services will result in a substantial increase in the utilisation of the airlines' _Concorde_ fleets, with British Airways' earnings from its five _Concorde_ aircraft in the next four months expected to reach £11 million, more than the total for the whole of the financial year 1976-77.

On 22 November two *Concordes* of British Airways and Air France arrived at the same time over New York's John F. Kennedy airport and landed within two minutes of each other to mark the arrival of supersonic passenger services at New York. Both *Concordes* had about 100 people on board for an inaugural flight which for British Airways' passengers took 3 hours 23 minutes for the 3,500 miles (5,600 kilometres) between London (Heathrow) and New York. A notable feature, as with the earlier proving flights in October 1977, was that the *Concordes* were well within the maximum noise of 112 decibels permitted by the airport authority, registering a maximum of 98 decibels on the approach to the airport. On arrival at Kennedy airport, the Deputy Chairman of British Airways, Mr Ross Stainton, said that, as a result of the introduction of new *Concorde* services to New York and to Singapore (due to start on 9 December, see p 444), British Airways' revenue from *Concorde* would increase from £8 million in 1976-77 to £20 million in 1977-78. The increase in services and the subsequent build-up in the number of flights were expected to earn British Airways a revenue of about £11 million during the next four months.

By the date of the inaugural flight, British Airways had already sold 1,000 seats for the first month of the new service. The airline is initially operating two flights a week each way, with services being increased to four a week early in December, to six a week in January 1978 and to a daily service in April 1978. If demand were sufficient, flights could be built up to two a day each way by mid-1978. A single journey from London to New York by *Concorde* costs £431, 20 per cent above the first-class fare on subsonic services. *Concorde* services are specially timed to meet the needs of business travellers. Arrival time in New York is 10.00 hours local time, permitting a full day of business activity in New York, or allowing passengers travelling to other destinations in the United States access to a large number of connecting flights for arrival during the afternoon.

British Airways' *Concorde* service from London to Washington, on which high load factors had been achieved (see p 352), has been reduced in frequency; many of the passengers on this service originated from or were travelling to New York. The daily service is gradually being reduced to two flights a week each way from 12 December.

Shorter Notes

CLAYMORE OILFIELD

The first oil was produced during November from Occidental's Claymore oilfield, the eighth offshore oilfield in the British sector of the Continental Shelf to come onstream since production began in 1975. Oil from the Claymore field, which lies in block 14/19 (see p 195), is pumped to the Flotta terminal in Orkney; a 13-kilometre pipeline runs from Claymore to the pipeline connecting the neighbouring Piper field to Flotta. Production from Claymore should eventually reach a peak of 8·5 million tonnes a year, while proven recoverable reserves are estimated at 57 million tonnes. In a message to the president of Occidental International Oil, the Secretary of State for Energy, Mr Anthony Wedgwood Benn, offered congratulations to those involved in the development of the field, which had taken three and a half years, the shortest time between discovery and production so far in the British sector. Mr Benn noted that this was a considerable achievement in the face of hostile North Sea conditions.

SOCIAL AND CULTURAL AFFAIRS

Commonwealth Medical Conference

The fifth Commonwealth Medical Conference was held in Wellington, New Zealand, from 15 to 25 November 1977. The theme of the conference was 'Community Health', and in their discussions, the health ministers and their advisers considered ways of bringing the community at large to play a more positive part in health improvement, particularly through health education and the promotion of improved nutrition. Particular attention was given to the need for a close relationship between training institutions and health ministries to ensure that the training of medical and health personnel was geared to the changing requirements of national health programmes. Emphasis was also placed on the importance of a radical approach to the selection and training of health personnel and to the real needs of the community as a whole. The conference also reviewed the progress made since the fourth Commonwealth Medical Conference held in Colombo, Sri Lanka, in 1974 (see pp 38-9, 1975), and agreed on a variety of recommendations for practical action by national governments, regional groupings and the Commonwealth Secretariat.

The conference met under the chairmanship of the New Zealand Minister of Health, Air Commodore T. F. Gill, and was attended by delegations from 29 Commonwealth countries and the Associated States of the Eastern Caribbean, most of them led by Ministers of Health, and by observers from the World Health Organisation, the International Planned Parenthood Federation and the Commonwealth Nurses Federation.

Community Participation

Noting the increasing interest of people of all backgrounds throughout the Commonwealth in playing a greater part in determining the pattern of their health services, the conference took the view that such participation should take place primarily at community level, while stressing the need for a limited number of health education specialists to assist this development. Health education was also seen to be important in circumstances where commercial advertising promoted ways of life inimical to health, and emphasis was placed on the importance of health education for certain special groups such as families with young children, schoolchildren and adolescents. Other groups which the conference considered to have a special role to play in the process included voluntary organisations, schoolteachers, and traditional health workers and healers, as well as health professionals.

The conference emphasised the need for a stratified and co-ordinated health service to ensure effective preventive measures and appropriate levels of care for all members of the community. While the role of the village health workers was considered to be of major importance, it was felt that their work should be linked to an efficient referral system which ensured that people received the benefit of higher levels of health care when these were required. The conference advocated the co-ordination of health service planning with the planning of other services, at both local and national levels, with the objective of arriving at broad guidelines sufficiently flexible to permit community application in the light of local needs. The use of appropriate technology for health care at the community level was also seen to be important.

In considering these matters the conference requested the Commonwealth Secretariat to assist governments in such activities as the training of health education specialists, the study of undesirable advertising, the establishment of health service planning units, and visits by health personnel to study particular approaches to community participation.

Food and Nutrition

The conference recognised that malnutrition had emerged as a major health problem of the world and that a high proportion of Commonwealth citizens suffer from serious nutritional deficiency. It recommended that an innovative and co-operative programme should be launched with the target of eliminating the severe manifestations of nutritional deficiency among the people of the Commonwealth by the turn of the century.

In view of the widespread nature of the nutrition problem, it was considered desirable both that responsible national agencies should be entrusted with the formulation of rational food and nutrition policies, and that well-staffed nutrition units should be established in health ministries. The conference identified a number of important factors in the control of nutritional problems. These included maintaining an effective information system, training

the health team in nutrition, the use of local resources, preserving the custom of breast-feeding, improving storage, ensuring food hygiene and mounting special programmes for sections of the population particularly at risk.

In its recommendations for action by the Commonwealth Secretariat, the conference stressed the need for an inventory of facilities available within the Commonwealth for training in nutrition at various levels, assistance in organising country or regional training courses and the training of staff for food analysis and food standards laboratories.

Medical Schools and Health Ministries

The conference noted that links between health ministries and medical schools in most countries were inadequate and that little co-ordination of their activities had been achieved in support of national health objectives. It was also recognised that the training of health professionals was not primarily designed to meet community needs, since conventional medical training concentrated upon the doctor's curative role rather than upon the role of maintaining a healthy community. The conference accordingly recommended the establishment of closer association, at various levels, between ministries of health, ministries of education, medical schools and university commissions. It also recommended that medical schools and health ministries should collaborate in establishing health service research units to focus attention on the curricula changes necessary for achieving national health goals.

Health Care Provision

The conference recognised the urgent need for change in the provision of health care, particularly in rural areas where 80 per cent of the developing world's population live. The need was noted for national health policies which would give greater emphasis to preventive and promotive health services. The conference accepted that it was no longer essential to have a doctor as the first contact in health care. It recognised that new types of community health workers were needed and noted that some member countries had already introduced such personnel on a wide scale. The conference also felt that attention should be given to the possible integration of traditional medicine with modern health care.

The development of health service planning was thus recognised as an urgent need. It was recommended that ministries of health should prepare long-term national health policies which would include manpower training based on clearly defined roles for the various categories of health workers.

For information on British medical aid to Commonwealth countries, see COI Factel No 651, October 1977, *Commonwealth Medical Conference.*

DOCUMENTATION

Government and Administration

The Crown Estate. Report of the Commissioners for the year ended 31 March 1977. HMSO, 70p. ISBN 0 11 700880 X.

Cabinet Office – Government Research and Development, A Guide to Sources of Information 1977. HMSO, 85p. ISBN 0 11 630174 0.

The Protection of Human Rights by law in Northern Ireland. Report of The Standing Advisory Commission on Human Rights. The principal recommendation of the commission, which emphasises that there is already a substantial body of law in force in Northern Ireland designed to protect various aspects of human rights, is that the European Convention on Human Rights should be incorporated into domestic law as a Bill of Rights for the whole of the United Kingdom. Cmnd 7009. HMSO, £2·35. ISBN 0 10 170090 3. The Secretary of State for Northern Ireland said in the House of Commons (*Hansard,* 23.11.77, cols 772-3) that the incorporation of the European Convention into United Kingdom law was among the matters being considered by the House of Lords Select Committee on a Bill of Rights – see p 138; he was considering the report's other recommendations.

Organisation of the Political Parties in Britain. COI, R4769.

The Crown Agents. COI, SN5958.

External Affairs and Defence

Agreement between the European Economic Community and . . . the United States of America concerning Fisheries off the Coasts of the United States. Cmnd 7018. HMSO, 25p. ISBN 0 10 170180 2.

Agreement in the form of an Exchange of Letters on the amendment of the Agreement between the European Economic Community and . . . Austria on the Application of the Rules of Community Transit. Cmnd 7012. HMSO, 25p. ISBN 0 10 170120 9.

Agreement in the form of an Exchange of Letters between the European Economic Community and . . . India on the guaranteed price of cane sugar 1977/78. Cmnd 6979. HMSO, 15p. ISBN 0 10 169790 2.

Co-operation Agreement between the European Economic Community and . . . [Lebanon] and Agreement between . . . the European Coal and Steel Community and . . . [Lebanon] (with Final Act). Cmnd 6995. HMSO, £1·85. ISBN 0 10 169950 6.

Decision of . . . the European Coal and Steel Community, meeting within the Council, opening tariff preferences for products covered by that Community and originating in Tunisia. Cmnd 7001. HMSO, 15p. ISBN 0 10 170010 5.

Financial Protocol between the European Economic Community and Turkey. Cmnd 6981. HMSO, 25p. ISBN 0 10 169810 0.

Interim Agreement between the European Economic Community and . . . Morocco (with Final Act). Cmnd 6980. HMSO, £1·85. ISBN 0 10 169800 3.

Treaty amending certain Financial Provisions of the Treaties establishing the European Communities and of the Treaty establishing a Single Council and a Single Commission of the European Communities. Cmnd 7007. HMSO, 50p. ISBN 0 10 170070 9.

Convention on the Prohibition of Military or any other Hostile Use of Environmental Modification Techniques. [The United Kingdom has not ratified the Convention.] Cmnd 6985. HMSO, 25p. ISBN 0 10 169850 X.

Defence Expenditure, Government Observations on the Sixth Report from the Expenditure Committee. House of Commons Paper 393, Session 1976-77 (see p 323). Cmnd 7011. HMSO, 25p. ISBN 0 10 170110 1.

Economic and Scientific Affairs

Minimum Lending Rate (MLR). The Bank of England's MLR fell twice by 0·5 per cent on 7 and 14

October to bring it to 5 per cent. *Economic Progress Report*, No 92, prepared by the Information Division of the Treasury. Available from Circulation Section (H), Central Office of Information.

Distribution of Income and Wealth. Royal Commission on the Distribution of Income and Wealth, Report No 5. Third Report on the Standing Reference (see pp 462-6). Cmnd 6999. HMSO, £4·65. ISBN 0 10 169990 5.

MSC Review and Plan 1977. Manpower Services Commission. The broad purpose of the plan is to establish a forward view over the period to 1982-83 of the labour market and the commission's main priorities (see also p 485, 1976), assess the relevance of its programmes and set out plans which seem most appropriate to fulfil the aims of a comprehensive manpower policy. The Secretary of State for Employment and the Secretaries of State for Scotland and Wales have given their approval to the programmes set out in the plan (which contains separate reviews and plans for Scotland and Wales), subject to the availability of resources. Available from the MSC at Selkirk House, 166 High Holborn, London WC1V 6PF.

Seasonal Workers. Report of the National Insurance Advisory Committee in accordance with the Social Security Act 1975 on Conditions for the Receipt of Unemployment Benefit in the case of Seasonal Workers. Cmnd 6991. HMSO, 60p. ISBN 0 10 169910 7.

New Earnings Survey 1977. Part A. Report and key results. (See also pp 442 and 447.) Department of Employment. HMSO, £2. ISBN 0 11 723809 0.

Britain's Counter-Inflation Policy. COI, SN5955.

Competition Policy. A working party has been set up by the Government to examine the effects of industrial concentration on the performance of the British economy, to review the operation of competition policy and to advise on possible changes in monopolies and mergers legislation. The group will include senior civil servants and economists from within the public service. It has been asked to submit its first report to ministers by the spring. Press notice 410, 28.11.77, Department of Prices and Consumer Protection.

Monopolies and Mergers Commission:

Architects' Services – A Report on the Supply of Architects' Services with Reference to Scale Fees. House of Commons Paper 4. HMSO, £2·85. ISBN 0 10 200478 1.

Surveyors' Services – A Report on the Supply of Surveyors' Services with Reference to Scale Fees. House of Commons Paper 5. HMSO, £2·85. ISBN 0 10 200578 8.

The two reports conclude that architects' and surveyors' monopolies in relation to scale fees operate against the public interest in a number of specified respects. The Secretary of State for Prices and Consumer Protection, Mr Roy Hattersley, agrees with this conclusion. He is to ask the Director General of Fair Trading to discuss with the professional bodies, in the light of the Commission's recommendations, the action that should be taken and the amendments that might be necessary to their rules.

Household Food Consumption and Expenditure 1975. Annual report of the National Food Survey Committee which includes a review of the years 1970-75. HMSO, £4. ISBN 0 11 241051 0.

Household Food Consumption and Expenditure 1976. Annual report of the National Food Survey Committee. HMSO, £3·50. ISBN 0 11 241052 9.

Forestry Commission. Report on Forest Research for the year ended March 1977. HMSO, £1·90. ISBN 0 11 710116 8.

Report on Agricultural Marketing Schemes for the period 1975-76. This report covers the operation of the seven agricultural marketing boards and includes their accounts and the relevant statistics. HMSO, £2·10. ISBN 0 10 200 678 4.

Report on Methods of Determining the Effects of Regional Policies. Contains on pp 11-82 a paper, 'Evaluating the Economic Effects of Regional Policy', which is the result of work carried out in the Department of Applied Economics, Cambridge. Published by the Organisation for Economic Co-operation and Development, Paris. Available from HMSO, £3·40. ISBN 92 64 11676 1.

Working Document on Energy Policy for the Energy Commission. Energy Commission Paper No 1. Available free from The Library, Department of Energy, Thames House South, Millbank, London SW1P 4QJ.

Continental Shelf Act 1964. Report for the year 1976-77. HMSO, £1·35. ISBN 0 10 257277 1.

Northern Ireland Electricity Service. Annual report and accounts for the year ended 31 March 1977. Available free from the NIES, PO Box 2, Danesfort, 120 Malone Road, Belfast BT9 5HT.

The Choice of Thermal Reactor Systems. A report by the National Nuclear Corporation Limited. Available free from the Department of Energy, Thames House South, Millbank, London SW1P 4QJ.

National Water Council. Annual report and accounts 1976-77. Available from the NWC, 1 Queen Anne's Gate, London SW1H 9BT. £1·50. ISBN 0 904561 25 9.

London Transport and Traffic. COI, FSB/E3.

Agreement between the Government of the United Kingdom of Great Britain and Northern Ireland and the Government of the United States of America concerning Air Services. (See p 276.) Treaty series No 76 (1977). Cmnd 7016. HMSO, 75p. ISBN 0 10 170160 8.

Lloyd's Register of Shipping Statistical Tables 1977. Available free from Lloyd's Register of Shipping, 71 Fenchurch Street, London EC3M 4BS.

Annual Digest of Port Statistics 1976 Volume II. Available from the National Ports Council, Commonwealth House, 1-19 New Oxford Street, London WC1A 1DZ. £10. ISBN 0 86073 007 7.

Appendix to the Report of the Post Office Review Committee (see p 354). Cmnd 6954. HMSO, £7·35. ISBN 0 10 169540 3.

Report on the Proposed EEC Directive on the Law relating to Commercial Agents. Cmnd 6948. HMSO, £1·35. ISBN 0 10 169480 6.

Tropical Products Institute. Report 1974-76. Available from Tropical Products Institute, Publications Section, 127 Clerkenwell Road, London EC1R 5DB. £1·85. ISBN 0 85954 068 5.

Technical Education and Training Organisation for Overseas Countries. Annual Report 1976-77. TETOC, 35-37 Grosvenor Gardens, London SW1W 0BS.

Agreement Between Britain and . . . Cuba concerning Scientific and Technical Co-operation. Cmnd 6966. HMSO, 35p. ISBN 0 10 169660 4.

Social and Cultural Affairs

A Review of Criminal Justice Policy 1976. A Home Office working paper tracing the development of policies since 1966. It also examines the assumptions upon which policy was made and considers to what extent these remain valid for the future. HMSO, £1·25. ISBN 0 11 340056 X.

Criminal Injuries Compensation Board. Thirteenth Report. Accounts for the year ended 31 March 1977. Cmnd 7022. HMSO, 60p. ISBN 0 10 170220 5.

On the State of the Public Health. The annual report of the Chief Medical Officer of the Department of Health and Social Security for the year 1976. HMSO, £2·10. ISBN 0 11 320270 9.

National Health Service. Annual report of the Hospital Advisory Service to the Secretary of State for Social Services and the Secretary of State for Wales for the year 1976. HMSO, £1·75. ISBN 0 11 320323 3.

Health Education in Schools. Indicates recent developments, and points to some problems in health education in schools as they appear to a group of schools inspectors and medical advisers to the Department of Education and Science. HMSO, £2·50. ISBN 0 11 270456 5.

A Study of School Building. Report by an interdepartmental working group. HMSO, £5·50. ISBN 0 11 270461 1.

Statistics of Education 1975. Volume 4: Teachers. Figures for England and Wales published by the Department of Education and Science. HMSO, £7. ISBN 0 11 270438 7.

Race Relations in Britain. COI, R5934.

New Towns:

Report of the Commission for the New Towns for the period ended 31 March 1977 (Crawley, Hatfield, Hemel Hempstead, Welwyn Garden City). HMSO, £1·35. ISBN 0 10 253877 8.

Reports of the Development Corporations 31 March 1977 (Aycliffe, Basildon, Bracknell, Central Lancashire New Town, Corby, Harlow, Milton Keynes, Northampton, Peterborough, Peterlee, Redditch, Runcorn, Skelmersdale, Stevenage, Telford, Warrington, Washington). HMSO, £7·85. ISBN 0 10 253977 4.

Reports of the Welsh Development Corporations 31 Marhh 1977 (Cwmbran, Newtown). HMSO, £1·35. ISBN 0 10 253377 6.

The Sports Council Annual Report 1976-7. Obtainable, price 30p, from the Sports Council, 70 Brompton Road, London SW3 1EX.

Cultural Agreement between the United Kingdom . . . and (Syria). Cmnd 7004. HMSO, 25p. ISBN 0 10 170040 7.

Promotion of the Arts. COI, FSB/A9.

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